



**CITY OF KIRKLAND**  
Department of Parks & Community Services  
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[www.kirklandwa.gov](http://www.kirklandwa.gov)

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## **MEMORANDUM**

**To:** Kurt Triplett, City Manager

**From:** Jennifer Schroder, Director  
Michael Cogle, Deputy Director

**Date:** September 10, 2013

**Subject:** RESOLUTION AMENDING 2013-2014 WORK PROGRAM TO EXPLORE OPTIONS FOR REPLACING THE JUANITA AQUATIC CENTER LOCATED AT JUANITA HIGH SCHOOL

## **RECOMMENDATION**

That the City Council adopts a resolution amending the City 2013-2014 Work Program to include partnering with the Lake Washington School District and other public and private entities to explore options for the replacement of the Juanita Aquatic Center located at Juanita High School by 2017.

## **BACKGROUND**

### **Juanita Aquatic Center Pool Closure Pending**

At their regular meeting of August 6, 2013 the City Council received input from citizens and members of the Lake Washington School District (LWSD) Board of Directors regarding the potential closure of the Juanita High School swimming pool, known as the Juanita Aquatic Center. The District has determined that the facility is nearing the end of its useful life and that replacement costs could be as much as \$15 million.

The LWSD will be placing a bond measure on the February 2014 election ballot which in part would renovate/replace Juanita High School. However, the LWSD Board has determined that a renovated or new pool will not be included in the bond measure. Should the bond measure be approved by voters, the District will need to close the pool potentially as early as 2017, leaving Kirkland residents without access to a public year-round swimming pool in our community.

The testimony asked that the City of Kirkland consider participating in the building of a new aquatic facility to replace Juanita. Kirkland is a key potential partner because the pool is the only public year-round aquatic facility in the Kirkland community, and is utilized extensively not just by students, but by residents for competitive swimming, youth and adult swim lessons, fitness, and recreation. Other partners could include entities such as Redmond, Bothell, Evergreen Health, Wave Aquatics, and Northwest University.

The City Council asked the staff for options and the City Manager pledged to return to the September 17th meeting with recommendations for Kirkland's response to the testimony. This memo includes those recommended next steps.

### **PFEC Exploration of Aquatics Facility and the 2012 Parks Levy**

The Parks Funding Exploratory Committee (PFEC) convened by the Council to recommend elements of the 2012 Kirkland Parks Levy did evaluate whether to include an aquatics facility in the 2012 ballot measure. Ultimately the PFEC recommended not including a pool facility in the ballot measure for several reasons. In general, there were too many unknowns about the project, such as how much it would cost, where would it be located and what would it cost to operate. These questions couldn't be answered in time to get a package to the 2012 ballot. In addition, the LWSD had yet to decide whether the Juanita pool would be replaced in 2014 and the PFEC felt that funding it in the 2012 levy would be premature. Finally, the cost of including an indoor aquatic facility would either make the ballot measure too large, or require significant cuts to the rest of the capital projects in the levy. The initial purpose of the parks levy was to restore maintenance and operations resources for Kirkland parks, so the PFEC was not interested in such a large capital component, and the other capital projects were deemed to be more urgent. In the end, the PFEC recommended that the City pursue an indoor aquatics facility in 2021 when the existing Parks bonds were retired and when the capital projects included in the 2012 Parks Levy would be completed. The City Council concurred with those recommendations and did not include an indoor aquatics facility in the 2012 Parks Levy which was passed by the voters.

The recent decision by the LWSD not to include a pool in their 2014 ballot measure and the resulting closure of the Juanita Aquatic Center in 2017 is new information, and it is reasonable for the Kirkland City Council to reassess the need for an indoor pool at this time.

### **School Board Pledges Support and Funding for Pool Partnership**

On Monday, September 9, 2013 the LWSD Board adopted a resolution (Attachment A) affirming its intent to enter into future pool partnerships with cities and/or other interested entities. The resolution also authorized directing an undetermined amount of unspent funds from the District's 2006 capital bond measure towards a portion of future pool facility project(s) enabling use by high school swim and dive teams. The District estimates that \$10 to \$12 million will remain once all the school projects are completed and much of that could be applied towards a pool facility in partnership with other entities. However, these funds would be necessary for other District capital purposes should the proposed 2014 bond measure fail.

### **Aquatic Facility Not On City Work Program**

Based on previous analysis done by the Kirkland Parks Department, a modern, financially sustainable indoor aquatic facility would cost tens of millions of dollars, depending upon its location and size. Exploring an aquatic facility partnership that would have such a pool sited and completed by 2017 would be a major undertaking for the City of Kirkland. Should the City Council desire to actively work with the LWSD and other entities in considering this issue and exploring joint development of a new aquatic facility, staff recommends amending the City's 2013-2014 Work Program accordingly. The current Work Program (Attachment B) does not identify this issue as a high priority for the organization.

Such a project would require significant organizational resources, considerable staff time, consultation with aquatic facility experts, and extensive public involvement. Currently the Kirkland Parks Dept. staff do not have the capacity to assume this project without significantly reprioritizing current projects. Current priorities include implementing 2012 Park Levy projects, updating the City's PROS Plan, Totem Lake Park Master Plan, and Kirkland 2035. Rather than deferring or delaying any existing projects, staff recommends bringing in an outside consultant to help manage the pool project. Project management costs could be deferred/reduced if other entities provide in-kind project management support or a

financial contribution. Staff estimates that the initial costs for this project could range from \$125,000 - \$200,000.

Preliminary project cost estimates include:

\$50,000 - \$75,000	<b>Contracted Project Management</b>
\$60,000 - \$80,000	<b>Aquatic Facility Expertise</b> (Design consultant, capital cost estimating, and operational/ revenue modeling)
<u>\$15,000 - \$45,000</u>	<b>Analysis of potential site or sites</b> (suitability analysis, zoning/permitting assessment, traffic/neighborhood impact analysis, etc.)
\$125,000 - \$200,000	<b>Estimated Total Initial Project Budget</b>

The costs associated with the project would vary based on the extent of involvement from other entities, such as neighboring cities, other educational institutions, and private pool operators. It is possible that project costs could be shared among the key partners. Products of the initial funding would be more detailed capital and operating cost estimates of a proposed aquatic facility as well as feasible locations and potential financing mechanisms.

A process for overseeing the project would be determined by mutual agreement of the partners. One suggestion would be a "PFEC-like" (Park Funding Exploratory Committee) process used to develop the recommendations which led to the 2012 Park Levy. Such a committee or task-force could include key stakeholders and be co-chaired by elected or appointed officials from the various jurisdictions. The process would likely extend over several months and could be concluded sometime in 2014. Realistically, the earliest the project could start would be November/December of this year.

Staff has prepared the attached resolution to amend the City of Kirkland 2013-2014 Work Program to include development of an aquatic facility as follows:

13. *Partner with the Lake Washington School District and other interested public and private organizations to explore options for replacing the Juanita Aquatic Center by 2017 to further the goals of **Parks and Recreation**.*

If the Council amends the Work Program to add exploring a replacement pool, potential sources for the project could include the City-School Partnerships funding in the 2012 Parks Levy, one-time general fund dollars, or possibly Real Estate Excise Tax reserves. Staff would propose specific funding for the project management and feasibility analysis as part of the mid-biennial budget process later this year.

### **Recommendation**

Staff recommends adoption of the Resolution. Exploring the replacement of the Juanita Aquatic Center does not commit the City to funding a facility, but will provide the City Council with the information needed to decide next steps.

### **Frequently Asked Questions**

The following information has been provided by the Lake Washington School District in response to frequently asked questions (also available on LWSD website: <http://www.lwsd.org/News/2014-Levy-and-Bond/Pages/Swimming-Pool-FAQs.aspx>):

### **Juanita High School Pool**

**Q. I see the swimming pool is not included in the modernization of Juanita High School in the proposed bond. Does that mean that the swimming pool will be closed if the bond passes?**

A. The district is actively looking to partner with community entities for a pool to serve Juanita and neighboring communities. The pool is an important community asset. In fact, a review of current pool use showed that the pool was used much more by the community than for school programs. Since this facility serves an important community purpose, the district is in discussions with the city of Kirkland and other interested groups around possible partnerships.

Currently, we expect between \$10 and \$12 million to be left in the 2006 bond measure fund, since those projects have come in under budget. The board has expressed its interest in committing funds from this source toward a new community pool, in partnership with one or more other organizations. If the bond does not pass, those funds will be needed for housing of students in portables due to our growing enrollment and will not be available for a pool project.

**Q. How much do district schools use the pool?**

A. The current Lake Washington School District use of the pool is for the Juanita High School and Lake Washington High School competitive swimming/diving teams, as well as for very limited swimming lessons for three elementary schools. (For example, one of the elementary schools provides one hour swim lessons for two weeks to fourth graders.) There is also some use for high school meets that involve district teams. All other use of the pool is by community members, by high school teams from other school districts and by groups such as WAVE Aquatics, Lake Washington Masters, Seattle Synchro, and others. There is no school district use of the pool during the summer. High school competition for girls takes place in the fall and for boys in the winter; there is no competitive high school use of the pool in the spring or summer.

**Q. If the pool is an important community asset, why doesn't the district just ask the community for more money?**

A. The school board has to prioritize its funding requests to the community. Given the high cost of a swimming facility and the fact that the school district uses it only for part of the day and part of the year, it makes sense that we find partners to share in both the use of a facility and the cost.

### **Exploring partnerships**

**Q. Who is the district talking with?**

A. The district has had discussions with the cities of Kirkland, Redmond and Sammamish, as well as WAVE Aquatics, the group that is currently managing both the Juanita Aquatic Center and the city of Redmond's Hartman Pool.

**Q. Why is the district talking to Redmond and Sammamish?**

A. The district is interested in making sure that competitive swimming facilities are available for students at all four comprehensive high schools in the district: right now, no high school in our district is assured of those facilities for the long term. While Sammamish is building a new recreation facility with a swimming pool, that facility currently does not have in its plans the set-up needed for high school teams to compete there. And Redmond's Hartman Pool is aging just as the Juanita Aquatic Center is. We need to look at swimming opportunities district-wide.

Partnering with the cities and potentially other entities may be the best way to ensure that the school

district helps fund the needs of high school swim teams but does not take on the entire burden of funding and running recreational swimming facilities, something that is not our area of expertise. At the same time, it would mean that cities, which are responsible for parks and recreation facilities, can get some help to make sure they have swimming facilities that can accommodate our high school swim teams as well as recreational needs.

#### **Timing**

**Q. If the bond passes and Juanita High School is going to be modernized, when would any new partnership or funding have to be in place? Is there a danger that the pool could be demolished at some point?**

A. High schools are very large construction projects that take time to plan, design and obtain permits. If the bond passes, it is likely that actual construction of a new Juanita High School would begin in 2017. That means there are several years to develop alternative plans.

**Q. What kind of shape is the pool in? Why can't we just leave the building as it is if no funding is found, and just fix whatever needs it?**

A. The facility is nearing the end of its useful life. You can keep a car that has 200,000 miles on it and continue to pour money into fixing everything that breaks. But you can't rely on that vehicle to perform reliably and safely. While we may be able to eke a few more miles out of the Juanita pool, we are reaching the point where we can't expect it to perform reliably and safely. The district does not have the money to repair a catastrophic equipment failure, which will mean the closure of the pool.

#### **Attachments**

cc: Park Board  
Dr. Traci Pierce, Superintendent, Lake Washington School District

# ATTACHMENT A

## INTENT TO ENTER INTO FUTURE POOL PARTNERSHIPS

### RESOLUTION NO. 2166

WHEREAS, the Board adopted Resolution No. 2164 placing a bond measure on the February 2014 ballot;

WHEREAS, the bond measure is proposed in order to provide space for increasing enrollment and replacement of aging schools;

WHEREAS, the February 2014 measure includes funding for the modernization of Juanita High School, but does not include funding for the replacement of the pool currently sited on the Juanita High School campus known as the Juanita Aquatic Center;

WHEREAS, approximately 300 Lake Washington School District students participated in high school swim and dive teams using the Juanita Aquatics Facility and the Redmond Aquatic Center during the 2012-13 school year;

WHEREAS, the district values the swimming program in its athletic program;

WHEREAS, the district is nearing completion of the construction called for in the bond measure approved by the voters in February 2008, which provided funding for the district's Phase 2 modernization program;

WHEREAS, the district anticipates the projects in the Phase 2 modernization program to be completed for less than the currently allocated resources;

WHEREAS, should the upcoming 2014 bond measure not pass, these unspent monies will be needed for portables and other temporary student housing measures;

WHEREAS, should the upcoming 2014 bond measure pass, these unspent monies would be available to enter into pool partnership(s) with cities and/or other entities to fund a portion of pool projects which will enable use by high school swim and dive team for practice and competition; and,

WHEREAS, the ability to repurpose unspent funds will require a formal public hearing be conducted prior to authorization by the Board of Directors.

## ATTACHMENT B

Intent to Enter into Future Pool Partnerships

Resolution No. 2166

September 9, 2013

NOW, THEREFORE, BE IT RESOLVED that the Board of Directors intends, should the 2014 bond measure pass, to authorize a portion of the unspent Phase 2 modernization funds for potential pool partnership(s) in order to benefit Lake Washington School District student athletes.

APPROVED by the Board of Directors of Lake Washington School District No. 414 in a regular meeting held on the 9<sup>h</sup> day of September 2013.

BOARD OF DIRECTORS

LAKE WASHINGTON SCHOOL DISTRICT NO. 414

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Attest:

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Secretary, Board of Directors

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# City of Kirkland

## 2013-2014 City Work Program

*Priority Goals:*

*Economic Development ~ Financial Stability ~ Public Safety ~ Dependable Infrastructure  
Parks, Open Space & Recreational Services ~ Neighborhoods*

**Revitalize the Totem Lake Business District** through continued implementation of the Totem Lake Action Plan to further the goals of Financial Stability and Economic Development.

Partner with the private sector **to attract tenants to Kirkland's major business districts** to further the goal of Economic Development.

**Reenergize neighborhoods** through partnerships on capital project implementation and plan updates while clarifying neighborhood roles in future planning and transportation efforts to further the goal of Neighborhoods,

**Complete the Comprehensive Plan update** and incorporate new neighborhoods into all planning documents to further the goals of Balanced Transportation, Parks and Recreation, Diverse Housing, Economic Development, Dependable Infrastructure and Neighborhoods.

**Implement the Development Services Organizational Review recommendations** and simplify the Zoning Code to further the goals of Economic Development and Neighborhoods.

**Develop a City-wide Multimodal Transportation Master Plan** to further the goals of Economic Development Neighborhoods, Balanced Transportation, and Dependable Infrastructure.

**Achieve Kirkland's adopted legislative agendas**, with emphasis on securing transportation revenues and funding for the NE 132nd Street ramps to I-405 to further the goals of Balanced Transportation and Dependable Infrastructure.

**Complete the Cross Kirkland Corridor Master Plan and construction of the Interim Trail** to further the goals of Economic Development, Parks, Neighborhoods and Balanced Transportation.

**Develop a cost effective 2015-2016 Budget** that maintains Kirkland's AAA credit rating and implements an improved performance management system that delivers desired outcomes to further the goal of Financial Stability.

**Continue partnership initiatives with employees to achieve sustainability of wages and benefits** to further the goal of Financial Stability.

**Complete construction and occupy the Public Safety Building** to further the goal of Public Safety.

**Continue implementation of the Fire Strategic Plan recommendations**, including evaluation of a Regional Fire Authority and resolution of a consolidated Finn Hill Fire Station to further the goal of Public Safety.



RESOLUTION R-5003

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF KIRKLAND AMENDING THE 2013-2014 CITY WORK PROGRAM TO EXPLORE OPTIONS TO REPLACE THE JUANITA AQUATIC CENTER.

WHEREAS, the City Council has adopted ten Goals for the City that articulate key policy and service priorities and guide the allocation of resources for Kirkland through the budget and capital improvement programs; and

WHEREAS, in 2013-2014 the City Council desires to spur job growth and economic development, retain a high quality of life in Kirkland, and provide efficient, cost-effective City services to an informed and engaged public; and

WHEREAS, to help achieve these purposes in 2013-2014, the Council prioritizes the Goals of Economic Development, Neighborhoods, Parks, Dependable Infrastructure, Balanced Transportation, Financial Stability and Public Safety; and

WHEREAS, the City Council believes it is appropriate to adopt a 2013-2014 City Work Program to help implement these priority Goals, identify the priority focus of the City of Kirkland's staff and resources, and enable the public to measure the City's success in accomplishing its major policy and administrative goals; and

WHEREAS, the 2013-2014 City Work Program is a list of high priority, major cross-departmental efforts, involving significant financial resources designed to maintain public safety and quality of life in Kirkland, as well as an effective and efficient City government; and

WHEREAS, on February 5, 2013, the City Council passed Resolution 4963 which established priority City goals and adopted the City's Work Program for 2013-2014; and

WHEREAS, Resolution 4963 acknowledged that because over the course of two years new issues might arise that required substantial City resources and City Council review, the adopted 2013-2014 City Work Program would be evaluated during the mid-biennial budget process to proactively determine whether emerging items could be accommodated, deferred, or if the City Work Program must be revised or reprioritized; and

WHEREAS, in August of 2013 the Lake Washington School District Board of Directors adopted a resolution to place a school bond measure on the February 2014 ballot; and

WHEREAS, the proposed 2014 school bond measure does not include funding for the replacement of the Juanita Aquatic Center, located at Juanita High School in Kirkland, and therefore the Aquatic Center will close as early as 2017; and

WHEREAS, the Juanita Aquatic Center is the sole public indoor, year-round aquatic facility in the Kirkland community which provides a variety of critical recreational, educational, competitive, and health and wellness activities for citizens of all ages; and

WHEREAS, in September of 2013 the Lake Washington School District Board of Directors adopted a resolution affirming its intent to enter into future pool partnerships with cities and/or other entities and resolving to authorize a portion of unspent existing school capital funds for potential pool partnerships should the 2014 school bond measure pass; and

WHEREAS, the City recognizes the critical importance of recreation programs and facilities which positively impact the social, health, and economic well-being of the community and make Kirkland, Washington an attractive and desirable place to live, work, play, and visit while contributing to its ongoing economic vitality; and

WHEREAS, the City is committed to partnering with the Lake Washington School District and other interested public and private organizations to explore options for replacing the Juanita Aquatic Center by 2017;

NOW, THEREFORE, be it resolved by the City Council of the City of Kirkland as follows:

Section 1. The 2013-2014 City Work Program is amended and adopted to include the following initiatives:

1. Revitalize the Totem Lake Business District through continued implementation of the Totem Lake Action Plan to further the goals of **Financial Stability** and **Economic Development**.
2. Partner with the private sector to attract tenants to Kirkland's major business districts to further the goal of **Economic Development**.

3. Reenergize neighborhoods through partnerships on capital project implementation and plan updates while clarifying neighborhood roles in future planning and transportation efforts to further the goal of **Neighborhoods**.
4. Complete the Comprehensive Plan update and incorporate new neighborhoods into all planning documents to further the goals of **Balanced Transportation, Parks and Recreation, Diverse Housing, Economic Development, Dependable Infrastructure** and **Neighborhoods**.
5. Implement the Development Services Organizational Review recommendations and simplify the Zoning Code to further the goals of **Economic Development and Neighborhoods**.
6. Develop a City-wide Multimodal Transportation Master Plan to further the goals of **Economic Development Neighborhoods, Balanced Transportation,** and **Dependable Infrastructure**.
7. Achieve Kirkland's adopted legislative agendas, with emphasis on securing transportation revenues and funding for the NE 132<sup>nd</sup> Street ramps to I-405 to further the goals of **Balanced Transportation** and **Dependable Infrastructure**.
8. Complete the Cross Kirkland Corridor Master Plan and construction of the Interim Trail to further the goals of **Economic Development, Parks, Neighborhoods** and **Balanced Transportation**.
9. Develop a cost effective 2015-2016 Budget that maintains Kirkland's AAA credit rating and implements an improved performance management system that delivers desired outcomes to further the goal of **Financial Stability**.
10. Continue partnership initiatives with employees to achieve sustainability of wages and benefits to further the goal of **Financial Stability**.
11. Complete construction and occupy the Public Safety Building to further the goal of **Public Safety**.
12. Continue implementation of the Fire Strategic Plan recommendations, including evaluation of a Regional Fire Authority and resolution of a consolidated Finn Hill Fire Station to further the goal of **Public Safety**.
13. Partner with the Lake Washington School District and other interested public and private organizations to explore options for replacing the

Juanita Aquatic Center by 2017 to further the goals  
of **Parks and Recreation.**

Section 2. The City organization shall demonstrate the operational values of regional partnerships, efficiency and accountability as the 2013-2014 City Work Plan is implemented.

Section 3. The City Manager is hereby authorized and directed to develop implementation steps and benchmarks for each initiative in the 2013-2014 City Work Program, prioritize resources and efforts to achieve those benchmarks, and periodically update the Council regarding progress on these efforts.

Passed by majority vote of the Kirkland City Council in open meeting this \_\_\_\_ day of \_\_\_\_\_, 2013.

Signed in authentication thereof this \_\_\_\_ day of \_\_\_\_\_, 2013.

\_\_\_\_\_  
MAYOR

Attest:

\_\_\_\_\_  
City Clerk